OS SUCAR DE STATE OF TEXAS	CITY COUNCIL AGENDA REQUEST		
AGENDA OF:	12-03-13	AGENDA REQUEST NO:	V-B
INITIATED BY:	DOUGLAS SCHOMBURG, AICP DIR. OF PLANNING & CODE SERVICES	RESPONSIBLE DEPARTMENT:	PLANNING & CODE SERVICES
PRESENTED BY:	DOUGLAS SCHOMBURG, AICP DIR. OF PLANNING & CODE SERVICES	DIRECTOR:	DOUGLAS SCHOMBURG, AICP DIR. OF PLANNING & CODE SERVICES
		ADDITIONAL DIRECTOR (S):	N/A
SUBJECT / PROCEEDING:	RIVERSTONE GENERAL LAND PLAN – AMENDMENT NO. 8 CONSIDERATION AND ACTION		
EXHIBITS:	STAFF REPORT, PROPOSED RIVERSTONE GENERAL LAND PLAN AMEND. No. 8, PRIOR RIVERSTONE GENERAL LAND PLAN AMENDMENTS No. 1 THRU No. 7, AND ORIGINAL GENERAL LAND PLAN (2003)		
	CLEARANCES APPROVAL		
Legal:	N/A	EXECUTIVE DIRECTOR:	JIM CALLAWAY
Purchasing:	N/A	ASSISTANT CITY MANAGER:	N/A
Budget:	N/A	CITY Manager:	ALLEN BOGARD allen Bogard
BUDGET			
EXPENDITURE REQUIRED: \$ N/A			
CURRENT BUDGET: \$ N/		N/A	
	Additional Funding: \$	N/A	

Approval of Riverstone General Land Plan Minor Amendment No. 8. with the condition of adding a pedestrian / bicycle trail a minimum of 10' in width to connect future streets within the commercial pod and the Enclave at Riverstone.

EXECUTIVE SUMMARY

This is proposed Amendment No. 8 for the Riverstone General Land Plan. The Riverstone General Land Plan was first approved in 2003 and has been amended seven times since. The most recent amendment was approved in April of 2013. The primary change in the plan is the removal of a street connection from a commercial area to a future single-family residential area (Enclave at Riverstone). The street connection was not originally shown in the 2003 Plan, and was introduced with the Plan amendment in 2008. Other minor changes included within the plan are the illustration of additional lot layouts for land within the plan, removal of an unneeded water plant site along LJ Parkway, and the addition of a roundabout area in the panhandle of LJ Parkway.

The Planning and Zoning Commission reviewed the proposed amendment on August 22, 2013. During the meeting, the applicant provided new information to the Commission which addressed some of staff's original concerns with the proposal. However, staff did not have the opportunity to review the new materials prior to the meeting. As a result, the Commission tabled the item, to be brought back for review on September 26, 2013 once staff was able to fully review the new materials. The applicant subsequently provided a revised General Land Plan and a utility layout to staff. The revised Plan restored the collector street that was originally removed, and the utility information addressed questions regarding utility access to the Enclave at Riverstone area. The Commission discussion at the September 26, 2013 meeting was mixed in terms of support for the plan, with concern being expressed by a number of Commissioners as to the elimination of the connector street, making the Missouri City ETJ area the only direct connection to the future neighborhood. Some Commissioners felt that the elimination of the connector street was not unreasonable, as long as a pedestrian and bicycle connection replaced the street. With six members present, a vote was taken based on a motion to recommend denial of the plan. Three voted in favor and three against, so the motion failed. Therefore, the vote resulted in a lack of a recommendation to City Council.

Following the Planning & Zoning Commission review, staff conferred further with the Executive Team. Subsequently, staff conducted further analysis and additional discussions with the applicant, exploring any options for ETJ changes for direct access to University Boulevard. Due primarily to Municipal Utility District issues, an ETJ adjustment proved unworkable. Also further examined was the original 2003 General Land Plan, with particular focus on the ETJ boundary area in the location of the proposed Enclave at Riverstone, and street connections. Additional details are described in the attached staff report. As a result, staff has revised our recommendation to support the General Land Plan Amendment, with the condition that the plan be revised to show a minimum 10' wide concrete pedestrian/bicycle connection between the commercial and Enclave at Riverstone neighborhood to promote connectivity for the future.

CC: Tom Wilcox, tomw@johnsondev.com, Geoff Freeman, Kerry R. Gilbert Associates Document No. 17340, Planning Case No. 13 60000001

EXHIBITS

STAFF REPORT

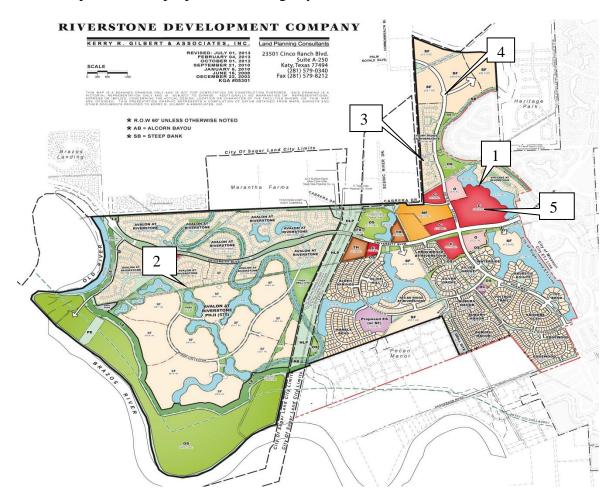
Standard of Review:

The City of Sugar Land Subdivision Regulations lay out the standard of review and intent for General Land Plans as follows in Chapter Five, Section 5-9A of the Development Code:

"A land plan (general, master plan, concept plan) shall be submitted to the administrative officer for review by the commission and the city council, for approval of the concept, prior to or in conjunction with the submittal of any preliminary or final plat, except as noted below, for any tract of land over fifty (50) acres in size proposed for residential use or any parcel proposed for nonresidential use over thirty (30) acres. The purpose of the land plan is to allow the commission and city council to review the proposed major thoroughfare and collector street patterns, land use, environmental issues, conformance to the comprehensive plan, and the property's relationship to adjoining subdivisions or properties."

PLANNING & ZONING COMMISSION REVIEW:

The Planning & Zoning Commission reviewed the proposed Riverstone General Land Plan Amendment No. 8 on August, 22, 2013. The amendment originally reviewed by the Commission is shown below, with the specific areas proposed for change by number:



Summary of original proposed changes for Riverstone General Land Plan Amendment No. 8: Note-Numbers below correspond with map notations

- 1. Removal of the street connection from the commercial collector to the residential area to the north (Enclave at Riverstone)
- 2. Addition of lot layouts for various areas in Riverstone, including Avalon at Riverstone Section Six through Ten.
- 3. Removal of water plant site from Ivory Ridge area
- 4. Roundabout addition midway north in panhandle area
- 5. Removal of the collector road through the commercial area at the northeast corner of University Boulevard and LJ Parkway (Now shown on the Revised Plan)

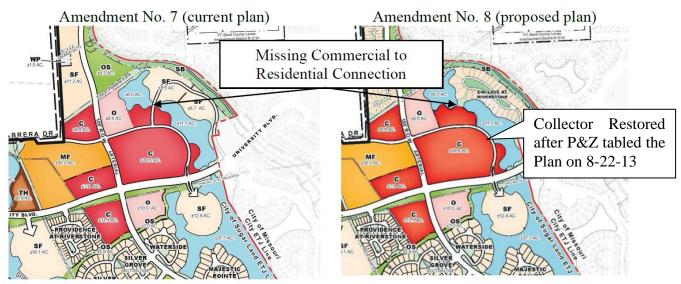
The Planning & Code Services Department presented key concerns over the removal of items shown as #1 and #5 relating to removal of the collector road through the commercial area, and the removal of the street connection between the area shown as Enclave at Riverstone and the future commercial pod. In addition, there was concern by staff that a utility issue for serving the Enclave at Riverstone needed further clarification. The applicant presented information to the Commission regarding the utility clarification and the collector road that staff had not received prior to the meeting. As a result, the Commission determined that the item should be tabled till the September 26, 2013 meeting in order for

staff to further examine the new information presented by the applicant.

Following further review and analysis, the item was brought back to the Planning and Zoning Commission at the September 26, 2013 meeting for the Commission to further review and provide a recommendation to the Mayor and City Council. The plan was revised to restore the collector street loop from LJ Parkway to University Boulevard. The plan was also revised to better illustrate the presence of a "land bridge" area that connects the future commercial area to the future Enclave at Riverstone residential neighborhood. While allowing for a possible pedestrian connection, the street connector was not included. Part of staff concern regarding this layout was that the neighborhood no longer had a direct connection with Sugar Land jurisdiction, and that when annexed, the access point would be to exit the City of Sugar Land, go through a portion of City of Missouri City street, and then back into the City of Sugar Land. While not an extensive distance, this creates a less than ideal connection for the future. Based on those concerns, the City staff did not recommend approval of the General Land Plan Amendment to the Commission. The Planning and Zoning Commission struggled with the connection issue as well. As a result, a vote on the plan failed to give a recommendation, due to a tie vote (note- 6 members in attendance on September 26, 2013).

POST-COMMISSION ANALYSIS AND DISCUSSIONS WITH APPLICANT:

The Commission vote illustrated the difficulty of a recommendation for the plan. As shown below, two side by side drawings portray the current adopted Riverstone General Land Plan Amendment No. 7 with the revised Amendment No. 8 in relation to the connector street between the residential and commercial pods.



Following discussions with the Executive Director and City Manager, staff further analyzed the General Land Plan Amendment, prior to bringing the item directly to the City Council for a decision. A part of this included further discussion with the applicant, and looking into the possibility of an ETJ change with the City of Missouri City at the entrance to the street serving the Enclave at Riverstone at University Boulevard. Ultimately, the issue of the Municipal Utility District (MUD) boundaries between the ETJ's made this proposal unworkable. In addition, some of the issues that the City staff were concerned about as to direct access for Sugar Land might be created for Missouri City instead. Although the City staff did not believe that the access situation represented the best layout from a jurisdictional standpoint, the reality of the existing fragmented ETJ line, and the significantly lower density of the proposed development in the area originally planned for townhomes and residential condominiums factored in to re-evaluate the position of whether to support the proposal. An additional level of analysis was conducted on the original 2003 Riverstone General Land Plan, and the subsequent revisions relating to the core area of the commercial and residential uses. The following pages show a

detailed set of excerpts and notes regarding the prior Land Plans.

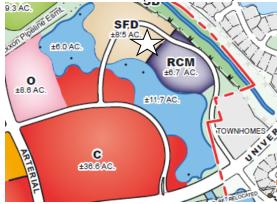
FOCUS AREA- North of University Boulevard & East Side of Lakes near ETJ Line

Original Riverstone General Land Plan (2003):



- *Original Plan not well defined for street access to Sugar Land ETJ commercial, nor University Blvd.
- *Residential Condominium and townhomes planned
- *Commercial planned for Mo. City ETJ at University Blvd.

General Land Plans (2008 to 2013)



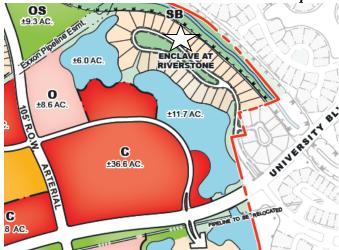
- *Street access to University Blvd. fragmented by ETJ Boundary
- *Connector Street Added between commercial and residential
- *Density reduced with single family, and townhomes (now in Mo. City ETJ) at University Blvd.

General Land Plan (Approved April of 2013)



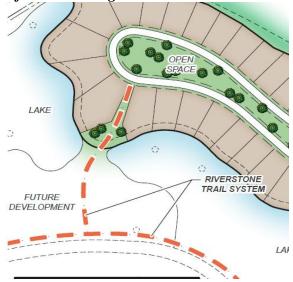
- *Street access to University Blvd. fragmented by ETJ Boundary
- *Removal of Residential Condominiums and removal of townhomes in Mo. City ETJ at University Rlvd
- *Single family only for both Sugar Land ETJ and Mo. City ETJ

General Land Plan Amendment No. 8 as Proposed:



- *Street access to University Blvd. fragmented by ETJ Boundary
- *Specific single family lot pattern shown for Enclave at Riverstone and Mo. City ETJ area
- *Enclave at Riverstone shown with an internal loop street
- *Connector street eliminated between commercial and residential area to be replaced by pedestrian connection at land bridge

See draft trail drawing below- Pedestrian connection at land bridge



Note- Applicant has indicated support for a trail connection (undefined width)
Staff believes notation should be added to plan to require a minimum 10' wide concrete path meeting
AASHTO Standards (utilization by bicycles and pedestrians) linking residential and commercial pods.

Comprehensive Plan- Chapter 5, Goals, Objectives, and Strategies & Chapter 6 Future Land Use
The following goals from Chapter 5 of the Comprehensive Plan for the City of Sugar Land are used to
evaluate General Land Plan proposals for developments both within the City and in the City's ETJ.
While the Riverstone Development is not located within the City limits of Sugar Land, it is planned to
be annexed into the City at a later date. Therefore, in order to ensure development aligns with the
Comprehensive Plan, the proposed General Land Plan Amendment was reviewed for compliance with

the following Goals:

Goal A: Safe Community

People feeling safe, secure and comfortable at home, in the neighborhood, at the parks, in commercial areas, and throughout the community.

Goal B: Beautiful Community

Attractive, well-designed and well-maintained public buildings, streetscapes incorporating gateways, public spaces and public art throughout the city.

Goal D: Environmental Responsible Community

Open green spaces throughout the city.

Goal F: Great Neighborhoods

Strong neighborhoods identity and pride.

Goal G: Superior Mobility

Effective traffic management facilitating predictable, acceptable travel times within Sugar Land. Well-designed, well-maintained streets, sidewalks and multi-use trails

Goal J: Balanced Development and Redevelopment

New developments and redevelopments consistent with city vision, comprehensive plan, policies and standards

Goal K: Community Pride in Sugar Land

Comprehensive Plan and associated master plans guide City decision making.

The Goals of the Comprehensive Plan listed above provide a framework for decision-making. While the City staff believes that connectivity for streets can affect Superior Mobility, (Goal G), there is a recognition that the changes in the land use pattern for Riverstone to a low density single-family development (Enclave at Riverstone) is different than when the street connector was originally proposed in the 2008 General Land Plan. The former residential condominium and townhome proposals created a stronger necessity to connect to the commercial area directly for a second point of access. There is also a recognition that this area could have been looked at more closely in 2003 at the time of original planning as to the fragmented ETJ boundary, prior to MUD formation. Without the ability to extend south to University Boulevard, this area had limitations to a main direct street connection to a future Sugar Land City Limit. Staff also believes it is vital to have a strong pedestrian / bicycle connection between the commercial area and residential area across the land bridge (see aerial photo below).



^{*}Existing Land bridge between future commercial and proposed Enclave at Riverstone

Parkland Provision-

According to the Riverstone Development Agreement and Riverstone General Land Plan, the public park land dedication requirements for the development will be achieved through dedication of specific parkland area along the Brazos River, and a connecting street to University Boulevard. There are no changes to parkland provisions as a part of this General Land Plan Amendment. In addition, staff has recently discussed the upcoming parkland dedication and street construction with representatives from Riverstone. The dedication is anticipated to occur in FY 14.

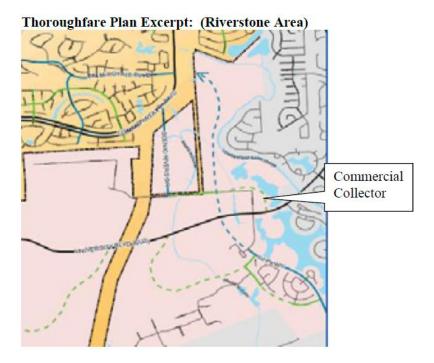
Public Infrastructure (Utilities, Thoroughfare Plan / Traffic, Drainage)

Utilities-

In accordance with Chapter Five (Subdivision Regulations), and the Development Agreement, public utilities will be provided through Fort Bend County Municipal Utility District (MUD) No. 128. City staff reviewed overall utility service layouts with the General Land Plan amendment, and have concurred with the overall design.

Thoroughfare Plan and Traffic -

The Riverstone General Land Plan Amendment No. 8 was also reviewed for compliance with the specifics of the most recently adopted City of Sugar Land Thoroughfare Plan (Ordinance No. 1865, 2012). The prior General Land Plan submittal that removed the collector street from the commercial area did not comply with the Thoroughfare Plan, and would have required a Plan amendment to be authorized. However, with the collector street now added back into the commercial pod, there are no compliance issues. All key collector and arterial streets are shown in the General Land Plan for Riverstone.



Staff reviewed a Traffic Impact Analysis with the original General Land Plan and at key times over certain subsequent circulation changes such as the large scale changes in 2008. There was a concern when the collector street was removed from the plan that connected LJ Parkway to University Boulevard. The removal of the smaller connecting street between the commercial and residential does not trigger traffic issues that could have been associated with higher density land uses such as the residential condominiums and townhomes as shown in pre-2013 versions of the General Land Plan. As with other developments the goal is to minimize the impact to existing neighborhoods, and to require

developer mitigation of any negative impacts that decrease service levels below those set by ordinance. While the fragmented ETJ line providing access through City of Missouri ETJ is not ideal, it is not seen as a significant issue from a traffic flow. Staff will continue to consult with the City of Missouri City on any platting in their jurisdiction along this street.

Drainage-

No changes to drainage or detention are proposed with the Riverstone General Land Plan Amendment No. 8. Fort Bend County Levee Improvement District (LID) 15 covers the entire Riverstone development for drainage and flood protection.

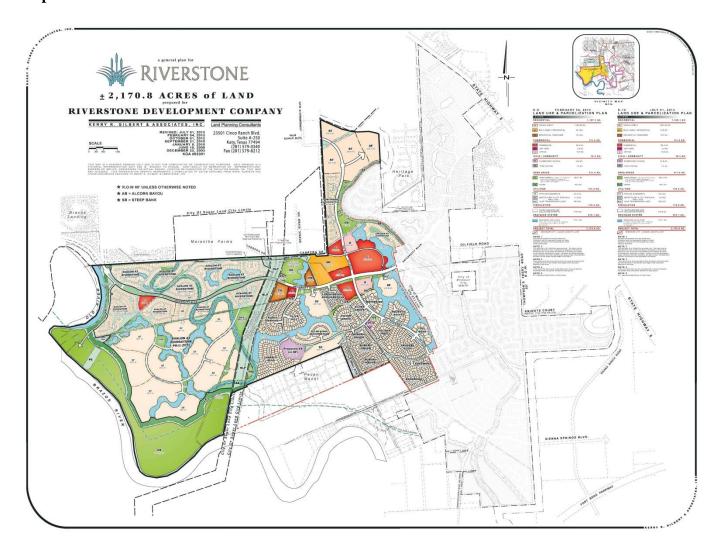
Riverstone Development Agreement-

The applicant has expressed concerns that to continue to require the connector street, without taking into account the land use density changes, could result in an issue with regard to rights under the Riverstone Development Agreement. Staff does not believe that the connector street inclusion or removal results in an issue with the agreement. The agreement does require Riverstone to develop in accordance with the latest approved General Land Plan. The City continues to work with Riverstone to carry out all terms of the Development Agreement.

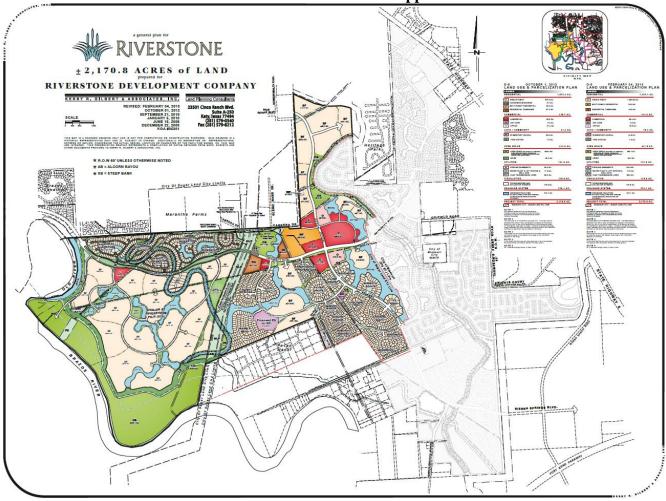
CONCLUSION:

The specific street connection between the future commercial pod and the proposed Enclave at Riverstone was originally illustrated in the 2008 Riverstone General Land Plan Amendment No. 1. Until 2013, land use pods of residential condominium development (City of Sugar Land ETJ) and townhome development (City of Missouri City ETJ) were the main land use cells in this area. Since that time, both areas have been changed to low density large-lot single-family layouts. The City of Sugar Land / City of Missouri City ETJ boundary line within the area has not changed since the original General Land Plan in 2003, and presents a difficult "fragmented" perimeter with development, compounded by the existing MUD boundaries that follow this line. Staff has concluded that the boundary line presents a less than ideal planning issue for development. As a result, we believe that the elimination of the connector street, while not preferred, is not unreasonable. However, we believe this should be tempered with the condition of a minimum 10' wide concrete trail (meeting AASHTO standards) that will connect the future commercial and residential pods to streets in each development. This condition on the General Land Plan will allow staff to ensure that the connection is installed during the platting and development of each pod. Should the Enclave at Riverstone become a private gated community, as the applicant has indicated interest in, a pedestrian gate can be installed allowing residents to access the future commercial area. This also allows for flexibility to connect to the commercial collector street sidewalk network as planning for the commercial area becomes more defined.

Proposed Riverstone General Land Plan Minor Amendment No. 8:

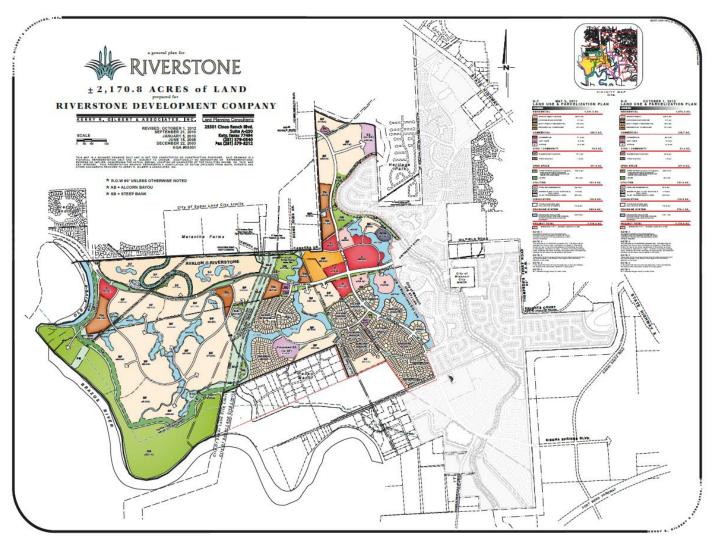


Riverstone General Land Plan Minor Amendment No. 7: Approved 4-2-13



- 1. Modification of Minor Collector location and points of connection to University Blvd (west of HL&P power-line easement) to reflect proposed Avalon at Riverstone Phase 2 layout
- 2. Reduction of Commercial (C) site from 9.1 acres to 5.8 acres; and relocation of same Commercial (C) site further east
- 3. Changing a 18.1 acre Townhome (TH) site to Single-Family Residential (SF)
- 4. Changing a 11.3 acre Townhome (TH) site to Single-Family Residential (SF)
- 5. Changing a 2.8 acre Day Care (DC) site to Commercial (C)
- 6. Changing a 12.8 acre Office (O) site to Single-Family Residential (SF)
- 7. Changing a 6.7 Condominium Midrise (RCM) site to Single-Family Residential (SF)
- 8. Changing a 11.2 acre site from Townhome (TH) to Single-Family Residential (SF)
- 9. Changing a 10.2 acre site from Townhome (TH) to Single-Family Residential (SF)
- 10. Changing a 1.9 acre Day Care (DC) site to Single-Family Residential (SF)
- 11. Changing a 15.1 acre site from Elementary School or Single-Family Residential (ES (or SF)) to Single-Family Residential (SF)

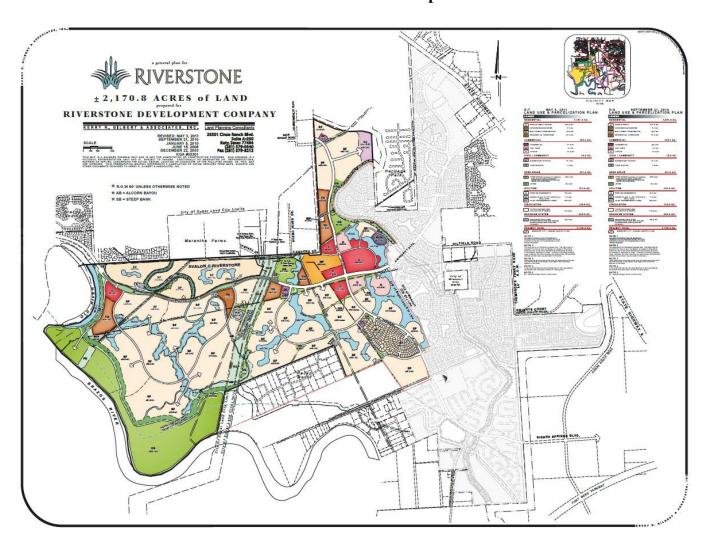
Riverstone General Land Plan Minor Amendment No. 6 Adopted 2012:



Changes to Riverstone General Land Plan for Minor Amendment No. 6:

1. Changed a 14.8 acre single-family use to an elementary school and/or single-family use site.

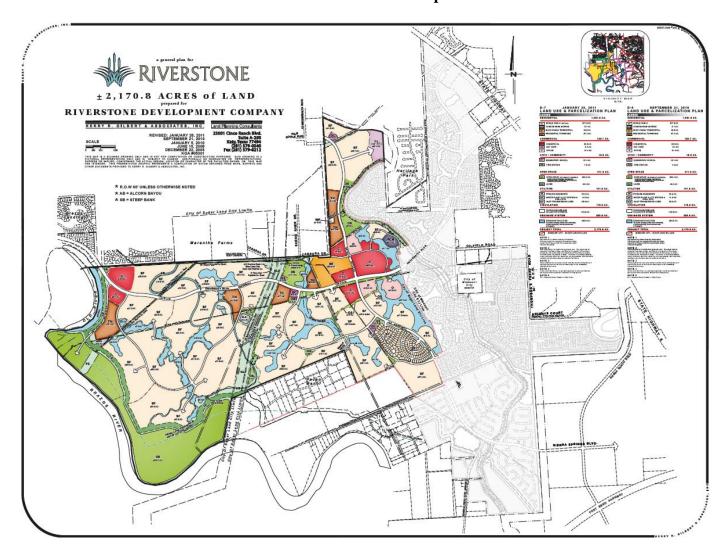
Riverstone General Land Plan Minor Amendment No. 5 Adopted 2011:



Changes to Riverstone General Land Plan for Minor Amendment No. 5:

1. Removed 19.5 acre commercial tract north of University Blvd at the western boundary of the development.

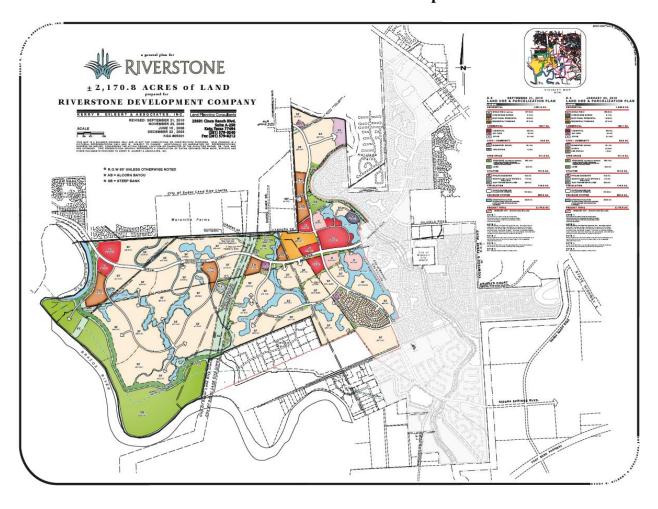
Riverstone General Land Plan Minor Amendment No. 4 adopted 2011:



Changes to Riverstone General Land Plan for Minor Amendment No. 4:

- 1. A change to the ROW width for a collector (Winding Waters Lane).
- 2. A clarification of the type of collector for a future roadway located west of the power line easement.
- 3. The addition of single-family a possible land use for the school site located in the northern panhandle area.

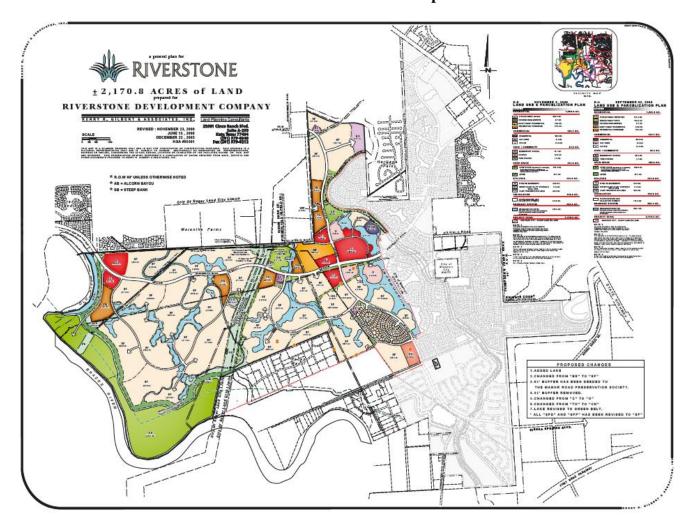
Riverstone General Land Plan Minor Amendment No. 3 Adopted 2010:



Changes to Riverstone General Land Plan for Minor Amendment No. 3:

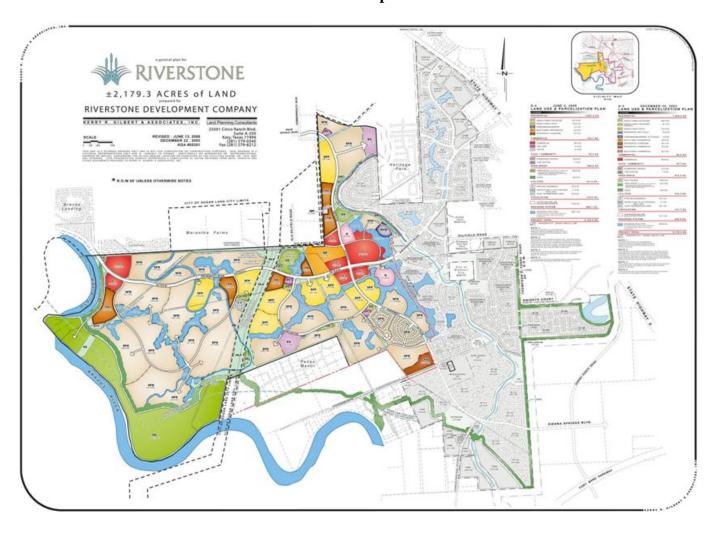
1. Changing a site designated as a church land use to single-family land use

Riverstone General Land Plan Minor Amendment No. 2 Adopted 2010:



Changes to Riverstone General Land Plan for Minor Amendment No. 2:

- 1. Addition of an approximately 5 acre man-made lake
- 2. Changing an elementary school site to single-family development area
- 3. A former 65' buffer abutting Pecan Manor has been deeded to the Manor Road Preservation Society, and thus deleted from the plan
- 4. Removal of a 35' buffer abutting property not within the Riverstone boundary
- 5. Changing proposed Commercial use to proposed Office use
- 6. Changing proposed Townhouse use to proposed Church use
- 7. Changing a proposed Lake area to a proposed Greenbelt area



Changes to Riverstone General Land Plan for Minor Amendment No. 1:

1. Land uses

- o Multi-family
 - Two former multi-family sites combined into a single site
 - One mid-rise condominium site added
 - With the elimination of the "mixed use" category, no multi-family assumed for the former "harbor town" area

Townhomes

- The far western townhome site shift to the western-most boundary of the development
- Two townhome sites shifted from the middle of the western half of the development to the east of the powerline easement
- A townhome site added to the far southern area
- One townhome site replaced by a mid-rise condominium site
- Two townhome sites near Pecan Manor changed to single family

o Commercial

- "Mixed Use" classification eliminated and replaced by commercial, office, single family, and open space
- Three neighborhood commercial sites shown (labeled "day care" by the applicant) in former all residential areas
- Office uses broken out of the "commercial" acreage to show two office sites

- Open space/buffers
 - Golf course eliminated
 - Slight decrease in open space/waterways
 - A buffer added between the development and Pecan Manor
- o A second elementary school site added

2. Roadways

- o LJ Parkway no longer extends to the east through Missouri City's portion of Riverstone but extends to the south, then connects to the east at Sienna Springs Blvd.
- The collector in the western half no longer connects to the collector in the eastern half crossing the powerline easement but rather loops back to University Blvd. without crossing the easement.

3. General

o Color scheme changed to better distinguish between the uses

Original Riverstone General Land Plan Adopted 2003

